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ABSTRACT

Requests for administrator certification standards mailed to state directors of teacher education and certification produced replies from all states except Connecticut and Nevada. To handle the responses, a data collection framework was established that would allow for relatively easy comparisons among states of certification standards for principals, supervisors, and superintendents. Data are presented in eight categories for analysis: (1) type and duration of the initial certificate, (2) accreditation or program approval prerequisites, (3) teaching experience and degree prerequisites, (4) course/competency requirements for the program, (5) alternative plans, (6) certificate renewal provisions, (7) upgraded certificates, and (8) projected changes in certification standards. The raw data compiled for each state are grouped into tables, calling attention to the most salient characteristics. In addition each section of the report contains a paragraph entitled "observations." Appendices provide complete statements from three professional organizations outlining their recommendations and/or standards for programs that prepare educational administrators and supervisors. (Author/MLF)

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Review of State Standards for the Initial Certification of Administrators and Supervisors

August, 1981

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EA 014 322

PREFACE

For convenience in the reading of this report, the raw data compiled for each state was grouped into tables, calling attention to the most salient characteristics. In addition each section of the report contains a paragraph entitled "Observations". In narrative form, this was intended to emphasize the salient characteristics of the data.

The "Observations" paragraph was intended to be non-evaluative in nature, but may not always have measured up to this standard.

ORGANIZATION OF DATA AND FINDINGS

On January 29, 1980 the Standards Review Sub-committee mailed out requests for certification standards to the state directors of teacher education and certification in all 50 states. After a second request, we have received responses from 48 states. Only Connecticut and Nevada did not reply.

In our request, we asked for data concerning the issuance of the initial certificate. The data that we received came in many different forms and required us to establish a data collection framework which would allow for relatively easy comparisons, between states, on significant certification questions.

Our initial plan was to categorize the data into four (4) divisions: certification standards for the principal; certification standards for supervisors; certification standards for the superintendent; and certification standards for Education Specialist. Most of the responses that we received were not comprehensive, in that they failed to describe all certificates issued by the state. A consequence of this was that very little data was received concerning the Education Specialist's certificate. We don't know whether this reflects the relative scarcity of this certificate, or whether this certificate was not perceived as an "initial" certificate, and therefore was not included in the materials. In any event, the Specialist Certificate category was not included in our data base.

Data for the remaining three (3) divisions was divided into eight (8) categories for analysis:

1. Type of initial certificate, and duration
2. Accreditation or program approval prerequisites
3. Teaching experience and degree prerequisites
4. Course/competency requirements for the program
5. Alternative plans
6. Certificate renewal provisions
7. Upgraded certificates
8. Projected changes in certification standards

IA. Type of Initial Certificate and Duration: Principal

Usable responses on this item were obtained from 47 states. Principal's certificates issued in 30 of these states were endorsed differentially according to grade level. Certification was specific for elementary or secondary schools. Of these 30 states, five (5) also issued a separate endorsement for middle school or junior high school principals.

Seventeen (17) of the 40 states issued "all grades" endorsements for the principal's certificate.

There was a variety of practices with respect to the role that endorsements covered in the certificate. Thirty (30) states endorsed the certificates for building level administrators only. Fifteen (15) states included central office administrators in the endorsement. Nine (9) states included supervisors, and two (2) states included teaching in the endorsement.

The duration of these initial administrative certificates ranged from permanent to two (2) years. Five (5) years was the largest mode (14), permanent was the second largest mode (7), and ten (10) years was the third largest (6).

Principal's Certificate

Certificate Characteristic	# States	Ohio
Endorsements by grade level:		
Elementary/Secondary	30	X
Middle School/Junior High School	5	
All grades endorsements	17	
Endorsements by Role:		
Building level administrator	30	X
Supervisors included	9	
Teaching included	2	

Certificate Characteristic	# States	Ohio
Certificate Duration:		
5 years	14	
Permanent	7	
10 years	6	
Not Specified	6	
3 years	5	
2 years	5	
4 years	3	X
7 years	1	

Observations - The practice of differentiating principal certificate endorsements by grade level is the predominant mode in the nation. Not having a prior data base available for comparison, we don't know whether this is an increasing or diminishing trend.

In view of recent program innovations which stress the universal properties of administration, and which emphasize management and leadership concepts, in contrast to instructional leadership themes, we might speculate that the trend will be to de-emphasize secondary/elementary differences in administrative endorsements. Indeed, proposed changes in certification standards in the state of Utah specifically emphasize generic administrative competencies and de-emphasize elementary/secondary differences.

Michigan is the only state which does not issue a certificate or license for administration. We have no information which illuminates the rationale for this policy but we are curious whether recent societal criticism of "credentialism", as having negative societal consequences, may be a factor. Notwithstanding the possibility of such a societal trend, it is clear that the maintenace of certification standards and processes, as protection of the public interest against incompetent personnel, is overwhelmingly approved.

In view of public pressures for greater accountability of educators at all levels, it is surprising that seven states still issue life or permanent

certificates. Thirty (30) states issue certificates with longer duration terms than Ohio.

IB. Program Accreditation or Approval Prerequisites: Principal

Most of the state standards stipulate that university preparation programs are subject to accreditation or some form of approval. Forty-six (46) usable responses were received in this category. Seventeen (17) states indicated that preparation programs must receive regional accreditation. Three (3) states specifically mentioned NCATE approval in their standards, and 25 states specified that preparation programs must receive approval by the state department of education. The materials sent by one (1) state did not address this issue.

Program Approval Prerequisites

Accrediting or Approving Agency	# States	Ohio
Regional Accreditation	17	
NCATE Accreditation	3	
Approved Program State Department of Education	25	X
Not Specified	1	

Thirty-eight (38) states specifically named the master's degree as a prerequisite for certification as a principal. In addition to the master's degree prerequisite, many states specified a minimum number of credit hours required to be taken in the area of school administration. This ranged from eight (8) semester hours to 45 semester hours.

Observations - The master's degree is overwhelmingly identified as the basic academic credential necessary for certification as a principal. Since sixth year or Specialist's certificate/degree programs are reported to be rapidly growing programs, it is noteworthy that not a single state has required this academic credential for the principal's certificate.

The predominant mode of approval for administrator preparation programs is the "approved program" approach in which programs are endorsed by state departments of education. We will make further reference to the significance of this in a later part of this report.

IC. Teaching Experience and Degree Prerequisites: Principal

A nearly universal practice in certification for the principalship is to require prior certification as a teacher, and, often times, successful teaching experience as well. Of 47 states responding, 44 specified qualification for the standard teaching certificate as a prerequisite for the principal's certificate. In addition, 30 of these 44 states specified that the teaching certificate must be endorsed for grade levels consistent with the principal's certificate.

Forty-two (42) states require successful teaching experience as a prerequisite for the principal's certificate. The years of experience required ranged from one (1) to five (5), with modes of three (3) years (28 states) and two (2) years (8 states).

Teaching Experience Prerequisites
for the Principal's Certificate

Requirement	# States	Years Required	Ohio
Teaching Certificate	44		X
Teaching Certificate Appropriate to Grade Level	30		X
Teaching Experience:	42		X
28 States		3	
8 States		2	
2 States		5	
2 States		4	
1 State		2½	X
1 State		1	
Teaching Experience Consistent with Grade Level Endorsement	30		X
No Teaching Experience Required	5		
Evidence of Competency Required	1		

Thirty (30) states require the grade level of experience to be consistent with the principal's endorsement. Twelve (12) states accept all grades experience as satisfactory. Five (5) states did not specify teaching experience as a prerequisite for the principal's certificate. One (1) of these five (5) states requires evidence of competency as a prerequisite for the certificate.

Observations - The route to school administration is still overwhelmingly perceived to pass through the classroom notwithstanding that some critics of certification procedures believe that this constitutes a major barrier to talent flow into the field of educational administration. Only one (1) state has substituted evidence of performance or competence for teaching experience.

The amount of teaching experience deemed to be minimally appropriate as a foundation for entering the principal's role ranges from one (1) to five (5) years, with a majority of states requiring either two (2) or three (3) years. Ohio's present standard is in this latter category.

ID. Specifications for Programs: Principal

The returns from 44 states were usable for this part of the survey. Thirty-four (34) states approve university preparation programs applying rather broad guidelines, rather than specifying in detail the various course requirements for certificate eligibility. The so called "approved program" approach is the most prevalent type in this category. Only one (1) state designated the NCATE type standard as the criterion for program approval.

Even though many states were classified in the "approved program" category, they may also have stipulated that certain broad curriculum elements (such as administration or supervision) must be included in an approved program. The most prevalent in this latter category were administration, supervision and curriculum.

Specifications for Programs: Principal

Requirement	# States	Ohio
Broad Guidelines Specified (e.g. Approved Program)	34	
NCATE Type Standards	1	
Detailed Course Specifications	9	X
Courses Most Frequently Specified:		
Administration	21	X
Supervision	21	X
Curriculum	20	X
Social/Philosophical Founds.	8	X
Guidance	6	X
Research/Evaluation	10	X
Field Experience	12	X
Other	11	
Guidelines in Terms of Competencies	6	

Ohio is one (1) of six (6) states which requires a guidance course for the certificate, and one (1) of 12 states requiring a field experience.

The "other" category often specified courses such as school-community relations, personnel administration and humanities or behavioral science courses.

Observations - The "approved program" approach is being utilized by a large majority of the states surveyed. The advantages purportedly associated with such an approach include greater flexibility in program design, and encouragement for innovation and unique program designs.

Given the current preoccupation with field-based training in the professional literature, it is noteworthy that only ten (10) states reported requiring a field experience. Even fewer require a guidance course, as does Ohio.

The six (6) states which specify program guidelines in terms of competencies, have very likely developed these standards within the last five (5) year period. This

approach reflects a growing public emphasis on performance criteria.

IE. Alternate Plans for Certification: Principal

The data presented to this point in the report represents the primary program modality leading to certification. In addition, some states specify alternative routes, although our data is probably incomplete in this category.

For applicants who do not satisfy criteria in the primary program modality, the most frequent alternatives were "a program of approved study" (9), an "equivalent program" (9). It was not clear from the materials received, how many states participate in reciprocal agreement arrangements for this certificate. Other alternative routes included evaluation of qualifications by a special board (3), competency test (2), non renewable, temporary certificate (1), recommendation of university (2), and evidence of comparable leadership experience (2). One (1) state reserves the right to issue a certificate to a candidate showing "exceptional promise," who does not qualify by the usual standards.

Observations - We were able to identify 25 states which provided alternative routes to certification. This strategy is intended to have the effect of providing additional flexibility in the application of standards, and thus to minimize possible restrictions to talent flow.

IIA. Type of Certificate and Duration: Supervisor

We received only 30 usable responses for the supervisory certificate compared with 47 for the principal. As with the principal's certificate, a majority of states endorsed these certificates differentially according to grade level. However, whereas 63% of the states made this grade level distinction in the principal's certificates, only 56% (17 states) followed this practice in endorsing supervisory certificates.

Certificate Characteristic	# States	Ohio
Endorsements by grade level:		
Elementary/Secondary	17	X
Middle School/Junior High School	4	
All grades endorsements	13	
Endorsements by Role:		
Supervisor-Elementary/Secondary	21	X
Supervisor/Administrator	12	
Consultant/Coordinator	4	
Supervisor/Teacher/Department Chairman	5	
Certificate Duration:		
5 years	8	
Permanent	5	
Not Specified	5	
3 years	4	
10 years	3	
2 years	2	
4 years	2	
7 years	1	

This variation may in part, be due to the smaller number of returns for the supervisor's certificate.

The duration of the supervisor's certificate ranged from permanent (5 states) to two (2) years (2 states). Five (5) years was the largest mode, as was the case with the principal's certificate.

Observations - The practice of differentiating elementary, secondary, and middle school/junior high school endorsements is the predominant practice with respect to supervisory certificates as was also the case with the principal's certificate. Although we raised some questions with respect to this practice in the latter case, grade differentiation may be more appropriate to the supervisory role because of the greater preoccupation of this role with

grade specific, technical matters, as are associated with curriculum and instruction.

IIB. Program Accreditation or Approval Prerequisites: Supervisor

The provisions for supervisory program accreditation were identical to those for the principal's certificate, with regional program accreditation required by 17 states, NCATE approval by three (3) states, and state department of education approval required by 25 states.

Twenty-six (26) states of 33 usable returns named the master's degree as a prerequisite for supervisory certification.

The remaining seven (7) states simply stipulated a "graduate program." In addition to the master's degree many states specified a minimum number of graduate credits to be taken in the areas of supervision and curriculum. These ranged from 45 semester hours to nine (9) semester hours. One state specified competencies as a prerequisite.

Observations - The master's degree was specified as the basic academic credential for the supervisor's certificate in the vast majority of states responding to this item. As was the case with the principal's certificate, no mention was made of the Specialist's degree/certificate as a requirement for the supervisor's certificate.

IIC. Teaching Experience and Degree Prerequisites: Supervisor

Returns from 32 states provided usable data for this part of the analysis. As with the principal's certificate, eligibility for the teaching certificate is a basic prerequisite for the supervisory certificate. All 32 usable returns stipulated this prequisite. In addition, 28 of the 32 states required successful teaching experience as a prerequisite for the supervisor's certificate. The years of experience required ranged from five (5) years to two (2) years, with 20 states specifying three (3) years of experience.

Teaching Experience Prerequisites
for the Supervisor's Certificate

Requirement	#States	Years Required	Ohio
Teaching Certificate	32		X
Teaching Certificate Appropriate to Grade Level	20		X
Teaching Experience Required:			
20 States		3	
3 States		2	
3 States		5	
1 State		4	
1 State		2+	. X
No Teaching Experience Required	4		
Evidence of Competency Required	1		

Observations - As was the case with the principal's certificate, the route to a supervisory role passes through the classroom. The logic of requiring prior teaching experience is presumably based upon the premise that supervisory tasks, in large measure, focus upon technical skills associated with the processes of teaching and learning, and with curriculum concerns.

The majority of states reporting in this section, require two (2) to three (3) years of teaching experience as a prerequisite for the supervisor's certificate. Ohio's requirement of 27 months places it directly in this mode.

IID. Specifications for Programs: Supervisor

The returns of 32 states were usable for this part of the survey. Twenty (20) states, or 62% of those reporting in this section, indicated that rather broad, "approved program" type guidelines were used in approving university preparation programs for supervisors.

As in the section reporting the principal's certificate, even though states described themselves as "approved program" type states, certain minimal curriculum components were required in preparation programs.

Specifications for Program: Supervisor

Requirement	# States	Ohio
Broad Guidelines Specified (e.g. "Approved Program")	20	
NCATE Type Standards	1	
Detailed Course Specifications	11	X
Courses Most Frequently Specified:		
Administration	14	X
Supervision	20	X
Curriculum	18	X
Social/Philosophical Founds.	6	X
Guidance	4	
Research/Evaluation	10	X
Field Experience	7	X
Other	11	X
Guidelines in Terms of Competencies	3	

As one might suspect, the most prevalent course requirements for the supervisory certificate were courses in supervision (20 states), curriculum (18 states), and administration (14 states).

Observations - The "approved program" approach is also the most prevalent framework for state approval of preparation programs for supervisors. Once again, the advantages in flexibility and encouragement of innovation and unique program design should be noted.

As we noted in the principal's report, a relatively small proportion, 21%, reported that a field experience was required for the supervisor's certificate.

IIE. Alternate Plans for Certification: Supervisor

In analyzing the data dealing with alternative certification plans for the supervisory certificate, we found only minor variations from the alternative plans described for the principal's certificate. The "plans" and "observations" reported in the section on the principal's certificate are equally valid for this section of the report.

IIIA. Type of Initial Certificate & Duration: Superintendent

Usab le responses in this category were received from 42 states. In contrast to certificates issued for principals and supervisors, endorsements for the superintendent's certificate, with respect to grade level were not specific. All 42 states reported "all grades" endorsement for the superintendent's certificate.

Superintendent's Certificate

Certificate Characteristic	# States	Ohio
Endorsement by grade level:		
Elementary/Secondary	0	
All grades endorsement	42	X
Endorsements by Role:		
Chief Admn./Supt. Schools/Dist.Supt.	23	X
Supt./Div. Supt./Deputy Supt./Asst. Supt.	10	
All Admn./Superv.	1	
Supt./Principal	6	
Supt./Teachers	1	
Certificate Duration:		
5 years	11	
Permanent/Life	8	
Not Specified	6	
10 years	6	
4 years	4	X
2 years	4	
3 years	2	
1 year	1	
Not renewable	1	

Role endorsements reported by slightly more than one-half of the states reporting specified either "district superintendent," "superintendent of schools," or "chief administrator." Ten (10) states included various aides or assistants to the superintendent in the

endorsements. One (1) state specified "teaching" in the role endorsements.

The duration of superintendent's certificates ranged from permanent/life to one (1) year, non renewable. The largest modes were five (5) years (11 states), permanent/life (8 states), and ten (10) years (6 states).

Observations - The practice of issuing "all grades" endorsements for the superintendent's certificate is universally observed by all 42 states reporting. In part, this practice reflects the perception that the superintendent's office tends to be more preoccupied with managerial and leadership functions at the conceptual level as opposed to the more technically oriented leadership provided by principals and supervisors.

With over one-half of the states reporting certificate terms of five (5) years or longer, we again note the tendency of states to avoid this mechanism for enforcing accountability.

IIIB. Program Accreditation or Approval Prerequisites: Superintendent

Forty-one (41) usable responses were received for this category. Fourteen (14) states indicated that preparation programs for the superintendency required regional accreditation. Four (4) states specified NCATE approval, and the majority of states (23 specified "approved programs" by state departments of education.

Program Approval and Degree Prerequisites

Accrediting or Approving Agency	# States	Ohio
Regional Accreditation	14	
NCATE Accreditation	4	
Approved Program-State	23	X
Degree or Graduate Credit Requirements:		
Master's Degree	21	
Master's Degree Plus	8	X
6th Year/Specialist Degree	8	
Specified Competencies	5	

Twenty-one (21) states stipulated the master's degree as the minimum academic credential for this certificate. Another eight (8) states specified a master's degree plus additional graduate credits, and for the first time, the 6th year/Specialist's degree was specified as the minimum credential (8 states).

Observations - Perhaps the most noteworthy element in this category of the data was the appearance of 6th year/Specialist degrees as the basic credential for certification as superintendent in eight (8) states. Also, the requirement to demonstrate competency in five (5) states signals a response to the growing public demand for performance criteria.

IIIC. Teaching Experience and Degree Prerequisites: Superintendent

There were 39 usable responses for this section of the report. Thirty-five (35) states specifically mentioned the teaching certificate as a prerequisite for the superintendent's certificate. The remaining four (4) states simply specified the principal's or supervisor's certificate as a prerequisite for this certificate. Since a teaching certificate is a prerequisite for the principal's or supervisor's certificate in all states, preparation for teaching is still universally observed as the most appropriate route to the superintendency.

Teaching Experience Prerequisites
for Superintendent's Certificate

Requirement	# States	Years Required	Ohio
Teaching Certificate	35		X
All grades endorsement	33		X
Teaching Experience Required:			
	1	1	
	1	2½	X
	1	7	
	3	5	
	4	4	
	6	NS	
	7	2	
	15	3	
	8	0	

The alternatives to teaching experience include administrative or supervisory experience (7 states), teaching and/or supervisory experience (9), competencies (2), teaching license only (1), and university credits (1).

Observations - In recent years, some critics of certification standards have maintained that a major barrier to talent flow into the superintendency has been the teaching experience prerequisite. It has been suggested that equivalencies for teaching experience be accepted. The data received in our survey reveals no noticeable movement in this direction.

IIID. Specifications for Programs: Superintendent

The returns from 42 states were usable for this part of the report. A noticeably smaller proportion of the states (24) reported the "approved program" approach for the superintendent's certificate.

Specifications for Programs: Superintendent

Requirement	# States	Ohio
Broad Guidelines (e.g. "Approved Program")	24	
NCATE Type Standards	2	
Detailed Course Specifications	16	X
Courses Most Frequently Specified:		
Administration	18	X
Supervision	19	X
Curriculum	17	X
Social/Philosophical Founds.	7	X
Guidance	5	
Research/Evaluation	9	X
Field Experience	5	X
Other	13	X
Competencies	5	

Apparently more states are more prescriptive with respect to this certificate than either of the other two (2) certificates surveyed.

Courses prescribed most frequently were similar to the principal's certificate, with administration (18), supervision (19), and curriculum (17) the most prevalent. Again, a relatively small number of states (5) specifically listed a field experience as a requirement in their standards.

Observations - Two (2) elements in this section of the report appear to be most noteworthy: one (1) is the smaller proportion of "approved program" states for this certificate, and the second is the small number of states five (5) which require a field experience.

IIIE. Alternate Plans for Certification: Superintendent

We found that data in this category for the superintendent's certificate was nearly identical to that for the principal's certificate. The one (1) noteworthy exception to this was the State of New York, which makes provision to waive the teaching experience prerequisite for applicants showing "exceptional promise." Comparable leadership experience is acceptable.

IVA. We found little differentiation between the three (3) certificates in three categories of data:

Certificate Renewal Provisions
Provisions for Certificate Upgrading, and
Projected Changes in Standards

For this reason we will give one report summarizing the findings in each category for all three (3) certificates.

Certificate Renewal Provisions

The usable returns for the principal's and superintendent's certificate were 33 states, and 22 states were usable for the supervisor's certificate.

Renewal of the initial certificate required additional graduate hours credit most frequently, six (6) additional semester hours was specified most frequently (22 states) for each of the certificates. Two (2) states required the Specialist's degree after expiration of the initial certificate.

The renewal term ranged from life to two (2) years. Five (5) years was the largest mode (17 states) and ten (10) years was the second largest mode (9 states).

In addition, 12 states required a recommendation from the district superintendent for renewal purposes, four (4) states mentioned a university recommendation, 19 states specified satisfactory experience, nine (9) states mentioned in-service or professional development programs, and one (1) state only mentioned an application fee. Four (4) states specified that the original certificate was non renewable and must be upgraded to the next level.

IVB. Provisions for Certificate Upgrading

Usable returns were received from 37 states in this category. Fourteen (14) states did not specify an upgraded certificate in the materials sent. Twenty-three (23), states provided for upgraded certificates with "professional" being the most common designation (11 states), and "level II" next in frequency (5 states). Others mentioned were "life/continuous/permanent" (4 states), "standard" (2 states), and "experienced educator" (1 state).

Twenty-two (22) states specified the renewal term with "life/continuous/permanent" being the most common renewal term (6 states). Five (5) states reported a five (5) year renewal term, three (3) states reported a ten (10) year renewal term, two (2) states reported three (3) years, and one (1) state reported eight (8) years.

Qualifications for the upgraded certificate included prior experience (all), university graduate credits (5 states), Specialist's degree (5 states), university recommendation (3 states), MA degree (3 states), and one (1) state each for the following: professional development, competency test, and superintendent's recommendation.

IVC. Projected Changes in Certification Standards

Thirty-six (36) states gave no indication of impending changes, although some of the data included in this survey reflects recent changes in standards. Four (4) states reported that changes were in process, but did not provide data, one (1) state reported changes only in the

required credit hours, two (2) states did not specify and five (5) states submitted data on proposed changes.

We have summarized the main features of the proposed changes in these five (5) states as follows:

Utah - More field experience required.
Competency based.
Emphasis on generic administrative competencies.
De-emphasize elementary/secondary school differences.

Minnesota - Upgrade the professional development and in-service components.

Kansas - One (1) year limit on initial certificate.
Three (3) semester hour practicum in a school.
A plan of professional growth.

Georgia - Provisional initial certificate to be replaced with a three (3) year, non renewable certificate.

Alabama - Provides a broader framework by specifying major program components and desired performance outcomes of preparation programs, stated in terms of competencies.
Standards are specified for three (3) certificates, the superintendent, the principal, and the supervisor. Each of these areas, in turn is subdivided into two (2) sets of standards:

#1 specifies the purposes served by this role.

#2 specifies the required curriculum elements, stated in terms of areas of competency.

Findings Obtained from Professional Organizations and Accrediting Bodies

Contacts were made with nine organizations in this category, requesting that they provide us with documents which specify their recommendations and/or standards for programs which prepare educational administrators and supervisors. The following organizations were contacted:

American Association of Colleges for Teacher Education

North Central Association of Colleges and Secondary Schools

National Council for Accreditation of Teacher Education

Buckeye Association of School Administrators

Ohio Association of Elementary School Principals

Ohio Association of Secondary School Principals

Ohio School Boards Association

School Management Institute

University Council for Educational Administration

AACTE, the Buckeye Association of School Administrators, and the Ohio School Boards Association all responded that they did not have a policy position regarding administrative certification standards. NCA, UCEA, and NCATE provided us with definitive statements outlining their standards or recommendations on this subject. Their complete statements are provided in the appendix to this report. We will attempt to summarize their positions in this section of the report.

The remaining organizations which were contacted did not respond to our inquiry.

North Central Association. In the subsection on Administrative and Supervisory Personnel, the standards specify minimum levels of academic credit and professional experience required for superintendents, assistant

superintendents, principals, assistant principals and supervisors. The NCA requirement for a superintendent is at least 60 hours of graduate credit, inclusive of the master's degree, of which no less than 30 semester hours shall have been in administration, supervision and related fields. A minimum of four years of professional experience is required. The assistant superintendent shall have earned no less than 45 graduate credits, inclusive of the master's degree, in the same categories.

Principals are required to have earned no less than 45 graduate credits, inclusive of the master's degree, with not less than 20 semester hours distributed in administration, curriculum, supervision, and related fields. A minimum of two years of successful teaching experience is required.

Assistant principals shall have at least the master's degree including training in secondary school administration, supervision, curriculum and guidance.

The supervisor is required to hold a master's degree with major preparation in the field in which they are serving.

University Council for Educational Administration. In a report entitled The Preparation and Certification of Educational Administrators: AUCEA Commission Report, UCEA states its recommendations for improvements in the preparation and certification of educational administrators. This report, published in 1973, continues to represent the UCEA position today.

Recommendations, numbering 35 in total, are grouped into four categories:

Actions Aimed at More Effective Manpower Planning in Educational Administration
Actions Directed at Relating Preparation and Certification More Closely to Administrator Performance
Actions Emphasizing the Attainment of Innovations in Preparatory Programs, and
Actions Aimed at Achieving Greater Flexibility

Under "actions aimed at more effective manpower planning," much of the responsibility for needed actions was placed upon state departments of education. Recommendations included more accurate data on supply and demand, state training objectives based upon manpower studies, and greater caution in approving new programs in the light of an over-supply of educational administrators.

In the second major category, school systems, the universities and the state agencies were urged to put more emphasis on the relationship between preparation programs and certification on the one hand and leadership performance on the other. Specific recommendations included the use of performance objectives, indicators of effectiveness, use of validated competencies as program goals, the development of clearer definitions of administrative performance criteria, and the use of leadership performance criteria in standards rather than discrete course requirements. Other recommendations included greater use of reality oriented materials and methods in preparation programs and more accountability placed upon universities to demonstrate a relationship between their program outputs and needs in the state.

Most of the weight of responsibility for innovations in preparatory programs was placed upon the universities. Recommendations included placing a greater emphasis upon in-service programs as opposed to pre-service, programs to prepare for leadership in multiple organizations, and programs to prepare leaders for non-school settings.

The final category of recommendations stressed the need for greater flexibility in preparation and certification functions. The "approved program" approach was thought to be the most appropriate framework for state certification efforts. Other recommendations included the encouragement of experimental programs, acceptance of "equivalency" for the teaching experience requirement, extension in interstate reciprocity to administrator certificates, more university emphasis on non-cognitive characteristics in admissions standards, more options in non-traditional settings for the field experience, and more flexibility in learning/teaching modalities, such as independent study, learning modules, etc.

National Council for Accreditation of Teacher Education. The 1979 Standards for the Accreditation of Teacher Education

contains a section entitled Post Baccalaureate Programs for the Advanced Preparation of Teachers and the Preparation of other Professional School Personnel. This section contains 25 standards which are rather broad in scope. These are the criteria employed in program accreditation. We have abstracted these 25 standards in the appendix to this report. In this section we will present a summarized form of the standards.

The standards are divided into six major categories: governance; curriculum; faculty; students; resources and facilities; and evaluation, program review and planning.

In the governance and curriculum sections, standards are listed to insure that the primary responsibility for program development and implementation rests with the education faculty. Curriculum provisions call for specific program objectives, multi-cultural content, adequate provisions for theory, content specialty and humanities studies, and a research component. It is also required that curricula reflect guidelines from National Learned Societies, that students be represented in the decision-making process, that the graduate level of the coursework be insured and that residence requirements are enforced.

In the faculty section, standards relate to the adequacy of faculty preparation to teach the specialty, faculty load, number of faculty assigned to the program, provision for faculty growth, and restrictions on use of part-time faculty.

In the student section, standards relate to admissions criteria, retention policies and practices, and adequate student advisement.

The resources and facilities section provides standards governing quantity and quality of library materials, maintenance of an instructional materials center, and the provision of essential physical facilities and resources.

The final section on evaluation and planning insures that universities employ modern student evaluation methods, do evaluation studies of graduates, regularly evaluate their programs and use the results to improve programs, and engage in long range planning and development.

APPENDIXES

A. NCA Standards for Administrative and Supervisory Personnel

B. The Preparation and Certification of Educational Administrators: A UCEA Commission Report (Recommendations)

C. Post Baccalaureate Programs for the Advanced Preparation of Teachers and the Preparation of Other Professional School Personnel: NCATE Standards.

APPENDIX A

NCA Standards for Administrative
and Supervisory Personnel

ADMINISTRATIVE AND SUPERVISORY PERSONNEL

(The following requirements for specific administrative positions shall not apply to any qualified administrator who held the corresponding position in either an NCA or a non-NCA school prior to September 1, 1969, provided such person met the NCA standards for that position which were in force immediately prior to that date. The requirements shall be applicable to all new administrative personnel employed for the first time in an administrative capacity on and after September 1, 1969, and to those administrators changing to a position requiring additional training.)

4.80 SUPERINTENDENT--The superintendent who is the administrative head of the school system shall have earned at least 60 hours of graduate credit, inclusive of the master's degree. Not less than 30 semester hours of graduate credit shall have been in administration, supervision, and related fields. He shall have had a minimum of four years of professional experience.

4.81 ASSISTANT SUPERINTENDENT--Assistant superintendents in charge of curriculum, instruction, and general administration shall have earned at least 45 hours of graduate credit, inclusive of the master's degree, with major emphasis in administration and supervision.

4.82 PRINCIPAL--The principal shall have earned at least 45 hours of graduate credit, inclusive of the master's degree. Not less than 20 semester hours of graduate credit shall have been in administration, curriculum, supervision, and related fields. He shall have had a minimum of two years of successful teaching experience.

4.83 ASSISTANT PRINCIPAL--Assistant principals in charge of curriculum, instruction, and general administration (as required in Standard 2.82) shall have at least the master's degree including training in secondary school administration, supervision, curriculum, and guidance. Other administrative assistants shall have training or experience appropriate to their responsibilities.

4.84 SUPERVISORS--Secondary school supervisors working in such areas as curriculum and instruction, testing, special education, speech, music, library, and vocational education shall hold a master's degree with major preparation in the fields in which they are serving.

Progress Criteria

--Three-fourths or more of the faculty members are assigned to teach only in their major fields of preparation.

--The school system is making efforts to continually strengthen its professional staff through a professional growth program which reimburses faculty members for advanced training, curriculum work, and travel to improve their experiences or to observe innovations being tried in other schools.

--Paraprofessional personnel are provided to relieve teachers of non-teaching duties. Every teacher has regular access to clerical or secretarial help for those routine tasks which can be satisfactorily handled by sub-professional help.

--The governing board has adopted the policy of requiring teachers to earn the master's degree or 30 semester hours of graduate credit within a period of at least seven years of service in their system. The provisions of this policy become a part of each teacher's original contract at the time of employment and require that work in the teacher's major teaching field be included in the graduate program.

--The superintendent and principal in administrative positions prior to 1969 have completed, or are in the process of completing, a program of advanced professional preparation.

--Various levels of teacher ability are recognized such as master, regular, and beginning teachers, and appropriate assignments are given each type.

--The ratio of pupils to teachers and other professional staff members in high school is less than 20 to 1.

--Persons responsible for media program represent a balanced team of persons trained in curriculum, audiovisual education, and library science including master's degrees in these specialized areas.

--Instruction in remedial and developmental reading is provided for all students to help overcome deficiencies in their reading skills and to improve their general level of reading ability. English teachers training includes preparation in reading, and/or specially trained personnel are provided.

APPENDIX B

The Preparation and Certification of Educational Administrators: A UCEA Commission Report

Recommendations

I. Actions Aimed at More Effective Manpower Planning in Educational Administration

Educational leaders in the various states should encourage studies of projected supply of and demand for well prepared administrative personnel and encourage leaders to use such studies to achieve needed adaptations in preparatory programs. Among the actions which might be encouraged are the following:

A. State education agencies, in cooperation with school systems, institutions of higher education and other agencies, should develop better systems for procuring accurate data on the supply of and the projected demand for certified administrator candidates.

B. State education agencies should draw upon the experiences of personnel in such states as Michigan and New York to institute computer-based information systems designed to facilitate administrator manpower studies and needed state planning.

C. State education agency and university leaders should establish procedures for determining state training objectives based upon studies of data on the supply of and demand for newly prepared administrators.

D. State education agencies should play a leadership role in involving scholars and administrators to pinpoint adaptations needed in preparatory programs to meet state training objectives.

E. State leaders in interested organizations should examine patterns of preparation in differing institutions to see if institutional specialization can be advanced and if better divisions of labor among preparing institutions can be evolved.

F. Faced with (1) the need for a higher quality of competently prepared administrators and (2) the prospect that the numbers of newly prepared administrators required throughout the nation will be considerably less in the seventies than in the sixties, states generally should be extremely cautious in approving newly initiated programs for administrators during the period ahead; this is especially true if projected programs do not reflect distinctive new purposes to be achieved or unique designs to be tested.

II. Actions Directed at Relating Preparation and Certification More Closely to Administrator Performance

State leaders from school systems, institutions of higher education, professional organizations, state education agencies, and other interested groups need to center certification standards and processes more upon leadership performance and on the relation of preparation and recruitment to performance. Among the actions which might usefully be taken are the following:

A. Institutions of higher education, in proposing programs for state approval, should be encouraged to state clearly the performance objectives they are seeking to achieve, the measures of effectiveness they will accept as indicators of achievement, the evaluative designs they will use, and the types of information needed to assess results.

B. The use of differing but interrelated bases for deriving performance-oriented program objectives should be encouraged, including: social and educational needs to be met through leadership; critical leadership behaviors related to defined needs; functions to be performed in given posts; competencies required to perform functions; and so forth.

C. State education agency personnel should help prospective program designers see clearly that there is in fact sufficient flexibility in certification to enable the designers to achieve significant experimental programs directed toward leadership performance; such an approach would seem especially pertinent in states having "approved program" approaches.

D. School districts should seek to achieve clearer definitions of administrator performance criteria and better bases for diagnosing performance than those available in most systems; diagnostic data should have immediate value to school systems in staff development decisions and, if used in cooperative studies with institutions of higher education, could shed light on (1) desirable training objectives in resident preparatory programs and (2) the degree to which objectives are being achieved.

E. State education agency personnel, in cooperation with preparing institutions and other interested groups should place less emphasis on maintaining and articulating standards defined in terms of specific and discrete courses and more upon: (1) leadership performance criteria needed for different types of functions and challenges, and (2) logical relationships between desired performance and program experiences designed to develop performance.

F. Field experiences should be used, when feasible, to facilitate needed search for: (1) definitions and measures of performance, and (2) how these definitions and measures are related to experiences offered in preparatory programs.

G. Leaders in institutions of higher education should develop information systems to enable them to provide valid accounts to interested publics on what objectives they are pursuing in preparation and why they are pursuing given objectives; when feasible, they should also develop cooperative plans with leaders in school districts and/or in other organizations to assess empirically the validity of programs through longevity studies.

H. "Reality-oriented" instructional situations involving cases, simulations, management games, and related materials can and should be used to direct learning and teaching toward competency and performance criteria.

I. Education agencies, in cooperation with school district officials, and representatives from all institutions of higher education in given states might sponsor annual audits of preparatory programs; these audits could provide those responsible for preparing educational administrators opportunities to report on their performance and to assess how program outputs are related to emergent training needs and competencies in given states.

J. State education agency personnel should encourage states and school systems to invest in sabbatical leave or other arrangements aimed at upgrading administrator performance through effective in-service or pre-service preparation.

III. Actions Emphasizing the Attainment of Innovations in Preparatory Programs

Given the changing relationships between the supply of and demand for principals and other administrators, leaders in institutions of higher education in most states will need to achieve substantial innovations in preparatory programs during the seventies. Among the adaptation strategies which can be considered by leaders in institutions to guide program innovation are the following:

A. The reallocation of proportionately more resources into the continuing education of school administrators and proportionately less into resident pre-service programs.

B. Achieving a higher quality of preparation and meeting competition by cutting back on the number of students recruited and prepared for existing positions (e.g., the principalship).

C. The radical re-design of selected programs for preparing personnel to enter already existing positions (e. g., the superintendency).

D. The design and implementation of programs to prepare personnel for positions or functions not yet widely prevalent (e.g., directors of continuing education).

E. The design and implementation of programs to prepare personnel for posts or functions not yet in existence (e.g., economic analysts).

F. Recruiting personnel with unique backgrounds (e.g., American Indians) and preparing them to meet special needs in education.

G. The design and implementation of programs to meet leadership needs in multiple organizations (e.g., government, business, and organization).

H. A cooperative effort involving a number of interested institutions of higher education in which each institution would concentrate on a different specialization in preparation and support one another in recruitment and placement.

I. The design and implementation of programs to prepare leaders for non-school and non-higher education settings (e.g., leaders of model cities programs).

J. The allocation of proportionately greater resources into research and development activities designed to improve knowledge and techniques used in programs generally.

IV. Actions Aimed at Achieving Greater Flexibility

State education agencies and institutions of higher education should seek to achieve flexibility in preparatory programs and in the administration of certification requirements through such alternatives as the following:

A. The pattern of the "approved program," now used by more than half the states, should be adopted by other states.

B. State certification processes should encourage experimental programs ---programs oriented toward pioneering new approaches to recruitment and/or preparation.

C. The pattern established by a number of states of accepting "equivalencies" for teaching experience requirements is a sound practice and one that should be diffused to other states.

D. The progress made by state education agencies in recent years toward developing effective reciprocity arrangements in the certification of teachers should be extended to educational administrators; efforts oriented toward this objective should involve representatives of school districts, universities, and professional associations.

E. State education agencies, in cooperation with school districts, preparing institutions, professional organizations, and other interested groups, should develop and experiment with mechanisms for the periodic review of the

performance of administrators already certified; while such reviews should be principally and immediately for diagnostic purposes, such experiments might eventually lead to the abolition of permanent certification and the issuance of credentials for specified periods of time as, for example, five years.

F. Institutions of higher education need to seek greater flexibility in admission requirements, especially in relation to the use of data on the cognitive abilities of prospective administrators; such data should be matched by information on such non-cognitive features as courage, vision, drive, and demonstrated leadership actions.

G. Institutions of higher education should seek greater flexibility in field experience and take into account the differing experience backgrounds, career aspirations, and likely job placements of individuals in programs; the following options are illustrative: internships in non-education agencies; internships involving experience in local, state, and national education agencies; internships in the state legislative arena; internships at different levels of urban school systems; internships with senior scholars in research and development centers; internships with outstanding developers in educational laboratories; internships in state or national professional organizations; and so forth.

H. Institutions of higher education should seek to differentiate programs for preparing researchers, developers, administrators, and other specialists since differing competencies are needed for effective performance in these differing specializations and since such differentiation will provide candidates greater flexibility in making career choices.

I. Institutions of higher education should seek greater flexibility in academic offerings during preparation; illustrative options would include the following: independent study arrangements; the design of learning experiences related to differences in student backgrounds and career aspirations; the development and use of modules or units in courses from which students can select; and identifying and expanding the options available in the larger university community through offerings in the social sciences and humanities.

A Summary

The UCEA Certification Commission was established to study the impact of certification on talent flow and preparatory programs in educational administration. The study revealed that a range of criticisms have been directed toward certification and preparation during recent years. However, no viable alternative to certification has been proposed or tested. Therefore, the most reasonable course of action is to seek improvements within the existing system of certification requirements and processes. The Commission has offered a number of recommendations designed to improve talent flow, preparation, and certification in educational administration.

APPENDIX C

Post Baccalaureate Programs for
the Advanced Preparation of
Teachers and the Preparation of
Other Professional School Personnel:
NCATE Standards

NATIONAL COUNCIL FOR ACCREDITATION OF TEACHER EDUCATION

Post Baccalaureate Programs for the Advanced Preparation of Teachers and the Preparation of Other Professional School Personnel

G-1 Governance of Advanced Programs

Standard: The primary responsibility for initiation, development, and implementation of advanced programs lies with the education faculty.

G-2 Curricula for Advanced Programs

G-2.1 Design of Curricula

Standard: Curricula for advanced programs are based on specified objectives that reflect the institution's conception of the professional roles for which the preparation programs are designed. There is a direct and obvious relationship between these objectives and the components of the respective curricula.

G-2.1.1 Multicultural Education

Standard: The institution gives evidence of planning to provide for multicultural education in its advanced curricula --in the content for the specialty, the humanistic and behavioral studies, the theory relevant to the specialty, with direct and simulated experiences in professional practice, as defined in Standard G-2.2.

G-2.2 Content of Curricula

Standard: The curriculum of each advanced program includes (a) content for the specialty, (b) humanistic and behavioral studies, (c) theory relevant to the specialty with direct and simulated experiences in professional practice, all appropriate to the professional roles for which candidates are being prepared and all differentiated by degree or certificate level.

G-2.3 Research in Advanced Curricula

Standard: Each advanced curriculum includes the study of research methods and findings; each doctoral curriculum includes study in the designing and conducting of research.

G-2.4 Use of Guidelines Developed by National Learned Societies and Professional Associations

Standard: In planning and developing curricula for its advanced programs, the institution studies the recommendations of

professional associations and national learned societies and adopts a rationale for the selection and implementation of pertinent sets of recommendations for each advanced program in teacher education.

G-2.5 Student Participation in Program Evaluation and Development

Standard: The institution makes provisions for representative student participation in the decision-making phases related to the design, approval, evaluation and modification of its advanced programs.

G-2.6 Individualization of Programs of Study

Standard: Each advanced curriculum provides for the individualization of students' programs of study.

G-2.7 Quality Contols

G-2.7.1 Graduate Credit

Standard: Institutional policies preclude the granting of graduate credit for study which is remedial or which is designed to remove deficiencies in meeting the requirements for admission to advanced programs.

G-2.7.2 Graduate Level Courses

Standard: At least one-half of the requirements of curricula leading to a master's degree and to a sixth-year certificate or degree are met by courses, seminars, and other learning experiences offered only to graduate students; at least two-thirds of the requirements of curricula leading to the doctorate are met by courses, seminars, and other learning experiences offered only to graduate students.

G-2.7.3 Residence Study

Standard: A full-time continuous residency or an alternate planned experience is required for candidates pursuing the specialist and doctoral degrees. An institution providing alternate experiences to full-time residence study defines the requirement and demonstrates how its overall graduate programs provide those planned learning experiences commonly associated with residency requirements for the specialist and doctoral degrees.

G-3 Faculty for Advanced Programs

G-3.1 Preparation of Faculty

Standard: Faculty members teaching at the master's level in advanced programs hold the doctorate with advanced study in each field of specialization in which they are teaching, or have demonstrated competence in such fields; those teaching at

the sixth-year and doctoral levels hold the doctorate with study in each field of specialization in which they are teaching and conducting research. Faculty members who conduct the advanced programs at all degree levels are engaged in scholarly activity that supports their fields of specialization and have experience which relates directly to their respective fields.

G-3.2 Composition of Faculty for Doctoral Degree Programs

Standard: The faculty for each advanced program leading to the doctorate includes at least one full-time person who holds the doctorate with specialization in the field in which the degree is offered, and at least three persons who hold the doctorate in fields which directly support each degree program.

G-3.3 Conditions for Faculty Service

Standard: The institution enforces a policy which limits faculty teaching load and related assignments to make possible effective performance and time for scholarly development and community service.

G-3.4 Conditions for Faculty Development

Standard: The institution provides conditions and services essential to the effective performance by the faculty in the advanced programs.

G-3.5 Part-Time Faculty

Standard: Part-time faculty meet the requirements for appointment to the full-time faculty and/or are employed on a proportionate basis when they can make significant comtributions to advanced programs.

G-4 Students in Advanced Programs

G-4.1 Admission to Advanced Programs

Standard: The institution applies published specific criteria for admission to each advanced program at each level.

G-4.2 Retention of Students in Advanced Programs

Standard: The institution applies clearly-stated evaluative criteria and establishes time frames for the retention of candidates in advanced program . These criteria are reviewed and revised periodically in the light of data on the performance of graduates, to increase the probability that candidates will be successful in the professional roles for which they are being prepared.

G-4.3 Planning and Supervision of Students' Programs of Study

Standard: The program of study for each student in the advanced programs is jointly planned by the student and a member of the faculty; the program of study for each doctoral candidate is approved by a faculty committee; the sponsorship of each thesis, dissertation, or field study is the responsibility of a member of the faculty with specialization in the area of the thesis, dissertation, or field study.

G-5 Resources and Facilities for Advanced Programs

G-5.1 Library

Standard: The library provides resources that quantitatively and qualitatively support instruction, independent study, and research required for each advanced program.

G-5.2 Materials and Instructional Media Center

Standard: A materials and instructional media center is maintained either as a part of the library, or as one or more separate units, and supports the advanced programs.

G-5.3 Physical Facilities and Other Resources

Standard: The institution provides physical facilities and other resources essential to the instructional and research activities of each advanced program.

G-6 Evaluation, Program Review, and Planning

G-6.1 Evaluation of Graduates

Standard: The institution keeps abreast of emerging evaluation techniques and engages in systematic efforts to evaluate the quality of its graduates upon completion of their programs of study and after they enter their professional roles. This evaluation includes evidence of their performance in relation to program objectives.

G-6.2 Evaluation Results to Improve Advanced Programs

Standard: The institution regularly evaluates its graduate programs for teachers and school service personnel and uses the results of its evaluation in the modification and improvement of those advanced programs.

G-6.3 Long-Range Planning

Standard: The institution has plans for the long-range development of its advanced programs; these plans are part of a design for total institutional development.